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Approved For Release 2005/01/10 : CIA-RDP83M00171R000100050006-6

## PRECIS

### Census of NFIP Intelligence Outputs

#### Background

During the Program and Budget Reviews undertaken by the Resource Management Staff for FY 1982, considerable attention was focused on the adequacy and distribution of resources devoted to "Production" within the Intelligence Community. This concentration reflected the concern of policymakers, both within and outside the Intelligence Community, and of the Congress. Although the 1982 review addressed only "finished", evaluated, all-source intelligence products, it was recognized that processed intelligence information reports of the Defense Attache System, CIA's Directorate of Operations (DDO) and the Foreign Broadcast Information Service (FBIS), and the National Security Agency (NSA) also constitute important means by which the Community supports policymakers.

It became apparent that a comprehensive inventory of the Intelligence Community's substantive outputs did not exist, and that treatment of production-related issues suffered accordingly from lack of context. Only facets of the problem have been considered. The HTO/STIC Overt Intelligence Information Processing Working Group, for example, is currently engaged in a study of the manner in which overtly collected scientific and technical intelligence information is processed and disseminated, and has identified certain areas of unplanned duplication of effort. Several years ago, the IC Staff made limited inquiries concerning the circulation of periodical intelligence products. In order to obtain a more complete understanding of the types of intelligence and intelligence information being "produced" and disseminated by the Intelligence Community, and to achieve more thorough appreciation of supplier-consumer relationships, RMS is initiating a Community-wide "Census of NFIP Intelligence Outputs".

#### Concept

The census will document and describe the flow of substantive intelligence from its origins within the National Foreign Intelligence Program to non-NFIP consumers and to other NFIP suppliers. Simply put, the goal is to ascertain who is supplying how much of what kinds of intelligence to whom, and by what means. The widest possible spectrum of intelligence outputs will be considered, from "raw" intelligence information reports and serialized NSA products through "finished," evaluated, all-source studies such as NIEs and IIMs. All formal transmittals (i.e., those which pass from one organization to another) will be addressed, whether delivered as "hard copy", wire message, or computer tape. Informal communications, such as personal conversation, group discussion or automated data base queries will not be considered. No attempt will be made to trace consumer disposition of the outputs being received, or to evaluate their worth.

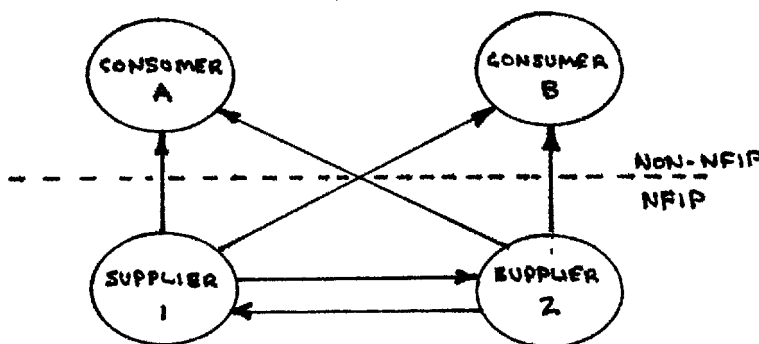
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### Methodology

Intelligence flows will be recorded across each link in a specified network of suppliers and consumers, as illustrated in a simple four-node example, below. A network containing thirty supply nodes and twenty-seven consumption (or, recipient) nodes is planned for the initial census analysis. This network is specified in Attachment I. The organizational composition of each supply node appears in Attachment II.



NFIP suppliers will be asked to complete, or provide the data necessary to complete, a "Census Datasheet" for each output that was transmitted to one or more other nodes in the specified network during the preceding year.

In addition to laying a foundation for subsequent analyses in support of resource management decisions, insights gleaned from the census should be of value to Community managers responsible for coordinating production activities. Improved definition of user interests (as manifest in the sort of intelligence outputs they are receiving) would be expected to promote dissemination efficiency. Factual characterizations of each supplier's products should facilitate rationalization of divisions in intelligence responsibilities.

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27 January 1981

MEMORANDUM FOR THE RECORD

FROM: [ ] PAO

SUBJECT: Discussion of RMS "Intelligence Census" Study with [ ]

1. [ ] C/DSG, and I met with [ ] Special Assistant to the Director of NFAC for Community Affairs, in his office the morning of 22 January to discuss RMS plans for conducting a Community-wide census of substantive intelligence outputs. [ ] was cognizant of the study's concept, having received a prospectus from [ ] met with him earlier this month.

2. [ ] endorsed the need for a comprehensive compilation of the different kinds of intelligence products various components of the Community are providing various consumers. He noted that he had initiated a beginning effort in that direction himself ([ ] short narrative). He shared our opinion that a thorough analysis would be of immediate interest to both program and Community management for the factual information it would contain. He seemed less convinced of the longer term usefulness of such a Census as the foundation upon which systematic cost-benefit analysis might eventually proceed. We responded that we held no illusions about the practical difficulties of developing the attribution algorithms such an approach would require.

3. [ ] had reservations concerning our intent to express substantive intelligence flows in quantitative terms. Our response was to argue that it was essential not merely to note supplier-consumer links (which would make a dull study, indeed), but to characterize the relative strength of such relationships as they are found to exist. In other words, it was our position that it would not suffice just to note that a link was active: we need to know the amount of activity, and our measure for that would be the volume of information being passed. We tried to assure [ ] that we fully appreciated the unaddressed qualitative dimension of intelligence outputs, and recognized that volumetric measures alone would not support even tentative judgments about the relative value of different output flows.)

4. As an alternative to our quantification proposal, Noel suggested that we interview managers to acquire their verbal estimates of how the intelligence they supply is distributed among their respective consumers. I argued strongly against this "soft" approach as the sole means for establishing flow strengths,

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SUBJECT: Discussion of RMS "Intelligence Census" Study with Noel Firth

25X1 suggesting instead that the interview technique be used to critique the quantifications we hoped to derive on an impersonal arithmetic basis from the programs' automated data bases. [ ] suggested that such a second, interview phase to the study would also provide useful opportunities to query the same managers for judgments concerning the levels of effort various intelligence outputs claimed. Noel seemed sympathetic to this two-phased approach.

25X1 5. Summarizing: I thought the two-hour discussion was altogether positive. [ ] comments were perceptive, well-reasoned, and offered in a constructive vein. He is interested in, and generally supportive of, the study's objectives. His concerns were methodological. He suggested presenting a prospectus to the Interagency Production Working Group, believing the study could serve as a vehicle for fostering cooperative effort within that group (one is left with the impression that the working group, having progressed through the get-acquainted phase, is left with the question of what to do next to avoid losing momentum), while providing an aegis which would make it much easier to acquire program support. [ ] and I enthusiastically endorsed this suggestion. It was mutually agreed that the next step would be for me to prepare a brief statement of study objectives and methodology suitable for [ ] presentation to the Production Working Group, should he conclude that to be the proper course.

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Distribution:

- 1 - D/PAO
- 1 - D/PGS
- 1 - C/DSG
- 1 - PAO/ [ ]
- 1 - PAO/ [ ]
- 1 - PAO/ [ ]
- 1 - PAO/ [ ]
- ✓ 1 - PAO Subject
- 1 - PAO Chrono
- 1 - RM Registry

DRAFT/4

11 February 1981

PRECIS

## Census of NFIP Intelligence Outputs

Concept

The census will attempt to document the flow of substantive intelligence from its origins within the National Foreign Intelligence Program to non-NFIP consumers and to other NFIP elements. Simply put, the goal is to ascertain who is supplying how much of what kinds of intelligence to whom, and by what means. The widest possible spectrum of intelligence outputs will be considered, from "raw" intelligence information reports and serialized NSA products through "finished," evaluated, all-source studies such as NIEs and IIMs. Formal transmittals (i.e., those which pass from one organization to another) will be addressed, whether delivered as "hard copy", wire message, or computer tape. Informal communications, such as personal conversation, group discussion or automated data base queries will not be considered. No attempt will be made to trace consumer disposition of the outputs being received, or to evaluate their worth. In addition to laying a foundation for subsequent analyses in support of resource management decisions, insights gleaned from the census should be of value to Community managers responsible for coordinating production activities. Improved definition of user interests (as manifest in the sort of intelligence outputs they are receiving) would be expected to promote dissemination efficiency. Factual characterizations of each supplier's products should facilitate rationalization of intelligence activities.

Methodology

The census will strive to identify and record the types and volumes of substantive intelligence outputs that flow along each "link" in a specified network of supply and consumption "nodes" during a one-year period. An example of a simple, four-node network is illustrated below.

*how to*

*allow  
at least 2 miles  
for a champion.*

The size of the network to be treated is a matter of choice, depending on the organizational tier selected to represent a node. The work involved in carrying out a comprehensive Community-wide analysis suggests a network consisting of about fifteen consumption nodes, ~~and~~ about twenty-five supply nodes (A list of potential nodes is attached). To achieve cited objectives, it is essential that the flows be characterized carefully as to the number and type of output(s) involved and to the extent possible, the ~~geotopic~~ <sup>geo-topical</sup> focus of each item.



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7 November 1980

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FAO RESEARCH PROSPECTUS

TOPIC: Intelligence Output Census

REASON: Preference concerning the allocation of resources put in an economic process presumes a prior preference as to what is to come out, as well as some understanding of the relationship between the two. Identification of preferred changes in the mix of outputs in turn presumes a comprehensive appreciation of what is already coming out. This study seeks to provide the information needed to achieve that kind of appreciation concerning the NFIP. The concept has already been approved by the D/DCI/RM.

OBJECTIVES: To measure and characterize the flow of formal intelligence outputs from NFIP suppliers to their respective non-NFIP consumers, and to other suppliers. Simply put, the goal is to ascertain who is supplying how much of what kind of intelligence to whom, and by what means. Both factual and inferential transmissions will be addressed. No effort will be made at this point, however, to appraise either the costs or the benefits associated with output flows. The study will be descriptive, rather than evaluative or normative.

APPROACH:

1. Background Studies

The study should be considered a "new design" insofar as the intelligence world is concerned (although the same kind of effort is a routine function of every corporate marketing department worth its salt). Methodological similarities are to be found in:

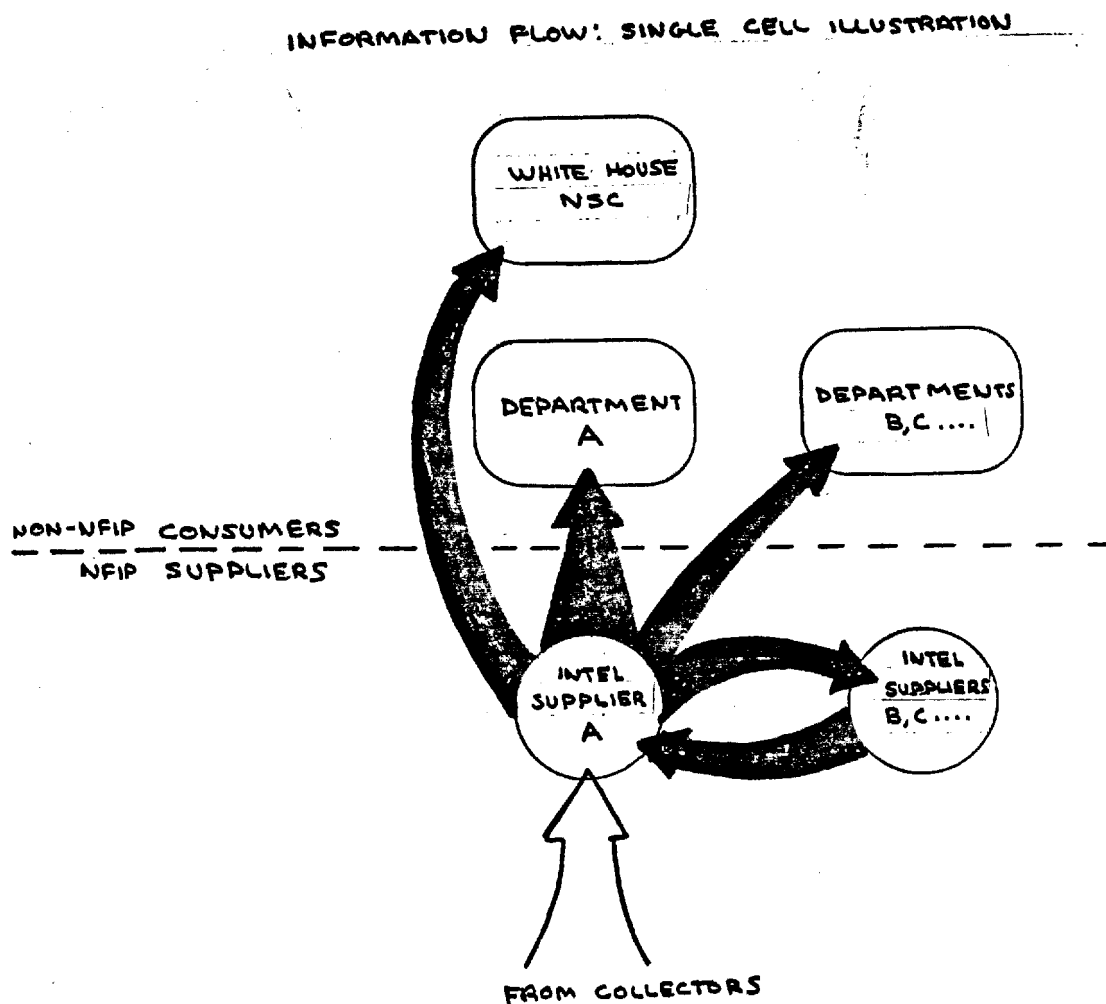
- Intelligence Periodicals: A Statistical Report; RMS Staff Paper; Feb 1980.
- Report on the Aerospace S&T Intelligence Users' Questionnaire; FTD Management Study; Jul 1980.

2. Work Breakdown

- Prepare Study Plan
  - Draft (completed)
  - Circulate for RMS Staff Comment (completed)
  - Revise as Necessary to Incorporate Comments
  - Submit to RMS Management
- Prepare Survey Questionnaire and Instructions for Completion
  - Draft
  - Circulate to Selected (CIA, DIA, NSA, INR) Program Offices for Comment
  - Meet with Program Personnel to Critique Questionnaire
  - Revise as Necessary to Incorporate Comments
- Data Collection
  - Distribute Questionnaire to all Supplier Nodes
  - Coordinate as Necessary to Assure Effective Response to Data Call
- Data Processing
  - Record and Reconcile Questionnaires
  - Code and Enter Data for Computer Processing
  - Produce Specified Distributions
- Analysis and Report Preparation
  - Analyze Computer-Generated Distributions
  - Produce Desired Graphical Presentations (Computer-Generated, where possible)
  - Prepare Draft Report
  - Circulate for Comment

### 3. Methodology

Flows of intelligence information will be measured and characterized between nodes in a defined network of suppliers and consumers, as illustrated in the Figure below. No effort will be made to document information flows inside a node. Documentation of intra-nodal flows is deemed too ambitious a level of detail to be undertaken on a comprehensive Community-wide scale, but might be considered later on a selective basis as a logical extension of the analysis proposed here.



**SCHEDULE AND STAFFING:** This study is dependent upon successful elicitation of substantial quantities of data from production and related components in five different programs: CIAP, GDIP, CCP, State and DoE. While it is anticipated that the data being sought will not unduly burden program staff, the data collection phase is not likely to proceed free of difficulty, if only of an administrative nature. Recommended manning is to assign two PAO analysts to

at least this phase of the study. Extensive data processing support from DSG is an essential requirement. Ideally, one DSG analyst will participate full-time in a team effort during the data entry and analytical retrieval, or "processing", phase of the study. Part-time DSG assistance in format design, and in critiquing analytical interpretation of the data is also required.

Estimated time requirements at recommended manning to complete this research are summarized below. High confidence is associated with the estimates for the Study Design and the Analysis and Report Preparation Phases; medium to low confidence with the Data Collection and Processing estimates. Effort, as indicated, totals 14 man-months of RMS resources.

<u>Phase</u>	<u>Estimated Duration Weeks</u>	<u>Recommended Manning</u> (in addition to PAO "Principal Analyst"*)	
		<u>Second PAO Analyst</u>	<u>DSG Analyst</u>
Study Design	4	Part-Time (2/5)	Part-Time (2/5)
Data Collection	8-12	Full-Time (5/5)	On Call (1/5)
Data Processing	3-4	On Call (1/5)	Full-Time (5/5)
Analysis & Report Preparation	6	Part-Time (2/5)	Part-Time (2/5)

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full-time (5/5) analyst throughout; 
  part-time (1/5) project leader throughout.

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29 October 1980

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PAO RESEARCH PROSPECTUS

TOPIC: Intelligence Output Census

REASON: Preference concerning the allocation of resources put in an economic process presumes a prior preference as to what is to come out, as well as some understanding of the relationship between the two. Identification of preferred changes in the mix of outputs in turn presumes a comprehensive appreciation of what is already coming out. This study seeks to provide the information needed to achieve that kind of appreciation concerning the NFIP.

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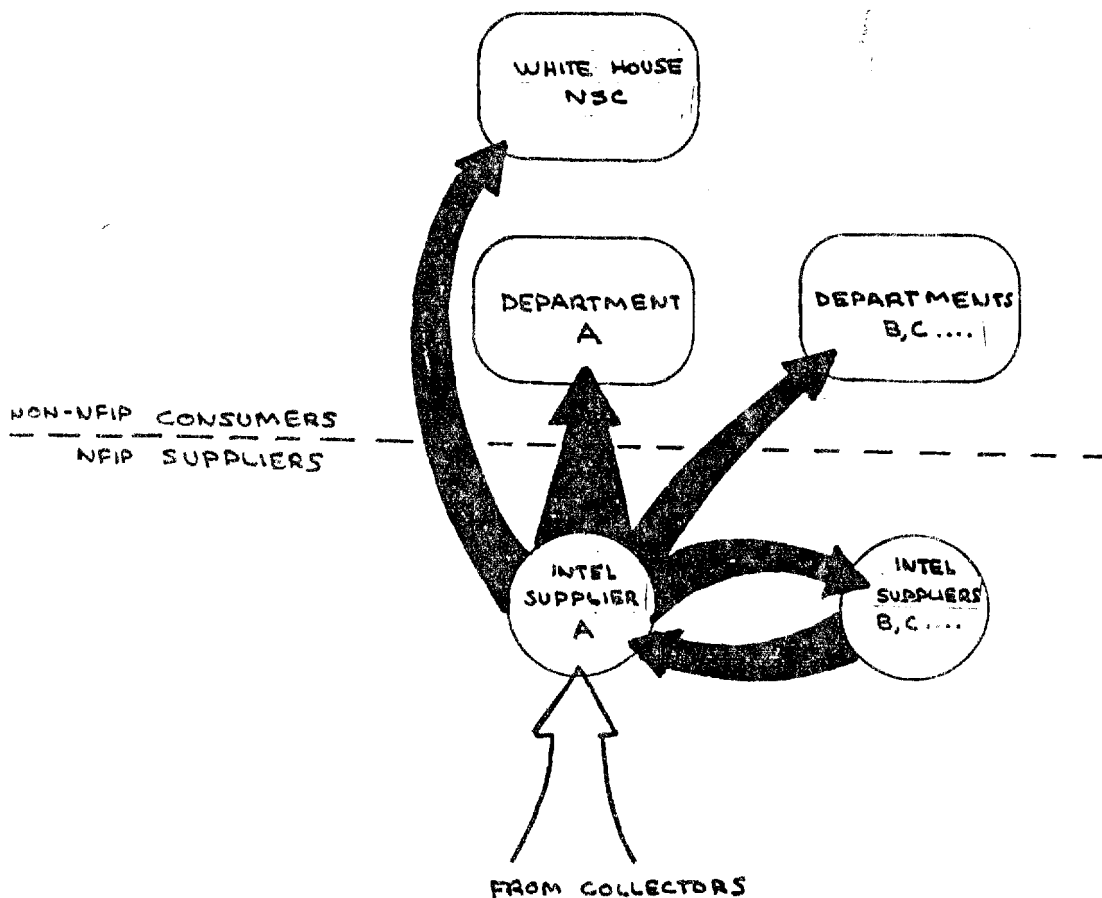
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INFORMATION FLOW: SINGLE CELL ILLUSTRATION



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<u>Phase</u>	<u>Estimated Duration Weeks</u>	<u>Recommended Manning</u> (in addition to PAO "Investigator")	
		<u>PAO Analyst</u>	<u>DSG Analyst</u>
Study Design	4	Part-Time	Part-Time
Data Collection	8-12	Full-Time	On Call
Data Processing	3-4	On Call	Full-Time
Analysis & Report Preparation	6	Part-Time	Part-Time